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Union Calendar No. 151

82D CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
1st Session } No. 544

CIVIL FUNCTIONS, DEPARTMENT OF THE ARMY, APPROPRIATION BILL, FISCAL YEAR 1952

JUNE 8, 1951.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. KERR, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H. R. 4386]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for civil functions, Department of the Army, for the fiscal year ending June 30, 1952.

APPROPRIATIONS AND ESTIMATES

The bill provides appropriations for Civil Functions, Department of the Army, trust fund appropriations for the United States Soldiers' Home, and appropriations for the Canal Zone Government for the fiscal year 1952. Budget estimates considered by the committee total \$640,637,843, against which the committee recommends \$514,427,400, a reduction of \$126,210,443 in the estimates and \$131,137,950 under the total appropriated for the current fiscal year.

CORPS OF ENGINEERS

The budget estimates, including a supplemental estimate contained in House Document No. 124, for items under the control of the Corps of Engineers total \$624,259,843. The committee recommends an appropriation of \$498,382,400, a reduction of \$125,877,443 in the

budget estimates and \$120,182,250 below the amount for the current fiscal year.

The reductions effected by the committee are predicated on three major factors. First, the committee does not feel that any new project should be started at this time when the Nation is straining every effort to provide the necessary funds for its security and perhaps survival. Second, reductions are recommended for a number of existing projects in those instances where new features have been budgeted and where the elimination of those features will not interfere with the orderly completion of features presently under construction. Third, all funds requested for planning and surveys are eliminated. While the committee fully appreciates the desirability of retaining something in the way of planning and survey organizations it feels that it would be more expeditious and efficient for the Corps of Engineers to adjust its personnel to meet work requirements rather than to perennially seek planning and survey funds in order to provide work for a preconceived organization. At the present time the Corps has under construction 413 river and harbor and flood control projects involving a total estimated Federal cost in excess of \$5,300,000,000. Furthermore, many of the projects for which planning funds have been requested were authorized a number of years ago. The economy of this country is a live and changing force. Transportation patterns have changed. Emphasis as to types of structures and locations have changed. Accordingly, the committee suggests that the Corps of Engineers make an economic reevaluation from a national standpoint of all projects presently in the planning stage with a view to effecting greater economies and a better integrated national program. Sectionalism should play no part in the development of our natural resources. The President in his message to the Congress, in approving H. R. 5472, 81st Congress, points out some of the inadequacies in our present plans for the development of our natural resources. While some coordinating with other interested agencies has from time to time been done, the committee believes that a study of the proper approach to the development of our natural resources, completely coordinated with other agencies of the Government, might well be considered.

RIVERS AND HARBORS

The bill includes \$162,860,500 for rivers and harbors, a reduction of \$57,618,343 in the budget estimates and \$24,162,000 below the amount appropriated for the current fiscal year. Generally, this reduction is predicated on the previously mentioned factors. However, the committee wishes to more specifically point out reasons for its action on a few of the items, namely:

House Document No. 124 contains an estimate of \$238,843 to reimburse local interests for modifications performed on the Lake Worth Inlet, Florida, project. The committee is not in accord with any policy which permits the commitment of Federal funds on so indeterminate a basis as is involved in this instance. Authorizing legislation does not mean mandatory approval of subsequent requests for appropriations. The policy of reimbursing local interests for work performed by them should be discontinued. Items where similar reimbursement has been authorized should be cleared with this committee before Federal funds are in any way committed.

The request of \$18,000,000 to initiate construction on The Dalles Dam, Oregon, is denied. This is a new project, authorized in Public Law 861 of the 81st Congress. To date no funds have been made available for the planning of this project. The committee does not feel that study of this project has sufficiently progressed for the Corps of Engineers to be able to definitely inform the Congress of the ultimate total Federal costs. In a treaty negotiated between the United States and the Yakima Tribe of Indians on June 9, 1855 (12 Stat. 951) the Indians were granted certain fishing rights on the Columbia River. These rights will be completely destroyed in direct violation of the treaty if construction of the dam is approved. Aside from the moral and legal treaty aspects, the present estimated cost of The Dalles Dam does not contemplate any payment to the Indians for their economic loss, estimated at \$900,000 annually. The committee will not give further consideration to this project until the treaty matter is settled to the satisfaction of all parties concerned and until proper and final cost estimates are determined.

The amount of \$8,000,000 requested for beginning construction on the Old Hickory Lock and Dam, Tennessee, is denied. The data submitted to the Congress in justification of this project failed to show that, (1) navigation benefits, without construction of other dams, are significant, (2) power needs are urgent, or (3) the project has been adequately planned for construction.

The bill does not include the amount of \$4,000,000 requested for construction of the Ice Harbor Lock and Dam, Washington. Requests for funds to initiate construction of this project have been denied on two previous occasions on the basis of the unknown effect of the dam on the salmon fishing industry in the Snake River. No information is available which would tend to show that the dam can be constructed without disastrous effect on the fish runs. The committee reiterates its position that construction of this dam should be withheld until the effect of the McNary Dam on the salmon runs is determined. Furthermore, the economic justification of this project is contingent upon the construction of three other dams, none of which are contemplated at the present time.

The request of \$3,000,000 for the Cheatham Lock and Dam, Tennessee, is eliminated because of the present indecision concerning power in connection with this project. It is understood that bills are now pending in the Congress to resolve this power problem. Also, it was testified that the dam itself would not be started until April, 1952.

The committee is allowing the requested amount of \$750,000 for a new power plant at St. Marys River, Michigan. It does so with the understanding that the old power plant will be retained in condition for operation until the termination of the Defense emergency.

The amount of \$65,000,000 is included in the bill for current expenses which for the most part cover operation and maintenance of existing projects. The committee is specifically denying the request of \$1,500,000 for river and harbor studies and for surveys.

The \$162,860,500 included in the bill for rivers and harbors is distributed as follows:

The request for \$200,000 in connection with the alteration of the Del Rio Railroad Bridge at Norfolk, Virginia, is denied. Testimony received by the committee failed to disclose the military necessity for

	Project	
Alabama:		
	Demopolis lock and dam.....	\$4, 000, 000
Alaska:		
	Wrangell Narrows.....	247, 000
California:		
	San Diego River and Mission Bay.....	510, 000
Florida:		
	Jim Woodruff Dam, part of Apalachicola, Chattahoochee, and Flint Rivers system, Ga. and Fla.....	6, 300, 000
	Intracoastal Waterway, Jacksonville to Miami.....	2, 150, 000
	Jacksonville Harbor.....	693, 500
Georgia:		
	Savannah Harbor.....	370, 000
Illinois:		
	Mississippi River between the Ohio and Missouri Rivers: Chain of Rocks Canal.....	5, 000, 000
	Mississippi River between the Missouri River and Minne- apolis, Minn. (excluding St. Anthony Falls and Lock 19).....	90, 000
	Ohio River open channel work.....	160, 000
Iowa:		
	Missouri River, Kansas City, Mo., to Sioux City, Iowa.....	4, 000, 000
Louisiana:		
	Calcasieu River and Pass.....	775, 000
	Gulf Intracoastal Waterway, Algiers cut-off.....	3, 900, 000
	Pearl River, Miss. and La.....	987, 000
Maryland:		
	Baltimore Harbor and channels.....	800, 000
Massachusetts:		
	Fall River Harbor.....	200, 000
Michigan:		
	St. Marys River (power plant).....	750, 000
Mississippi:		
	Harrison County shore protection.....	773, 000
Missouri:		
	Missouri River, Kansas City to mouth.....	2, 300, 000
Montana:		
	Fort Peck Dam, Missouri River.....	944, 000
New Jersey:		
	Newark Bay, Hackensack and Passaic Rivers.....	690, 000
	New York and New Jersey channels.....	1, 414, 000
New York:		
	Hudson River channel.....	250, 000
	New York Harbor, entrance channels and anchorage areas....	400, 000
Oregon:		
	McNary lock and dam, Oregon and Wash.....	36, 000, 000
Pennsylvania:		
	Monongahela River, Pa. and W. Va.; lock 2 and Morgantown lock and dam.....	4, 000, 000
	Schuylkill River above Fairmount Dam.....	1, 000, 000
Texas:		
	Gulf Intracoastal Waterway (Galveston district).....	800, 000
	Houston Ship Channel.....	500, 000
	Sabine-Neches waterway.....	465, 000
Washington:		
	Chief Joseph Dam, Columbia River.....	17, 392, 000
	Total construction.....	97, 860, 500
Current expenses.....		65, 000, 000
	Total, rivers and harbors.....	162, 860, 500

ALTERATION OF BRIDGES OVER NAVIGABLE STREAMS

The request for \$900,000 in connection with the alteration of the Belt Line Railroad Bridge at Norfolk, Virginia, is denied. Testimony received by the committee failed to disclose the military necessity for

this project and construction should be withheld until such time as the military indicate in writing that it is needed in the interests of national defense. It was further testified that final plans for construction of the bridge would not be approved by the Corps of Engineers until all the needed money is appropriated. The present request, even if granted, would fall short by \$300,000 of the total estimated Federal costs.

FLOOD CONTROL

The committee recommends \$268,009,900 for flood control, general, a reduction of \$60,355,100 in the budget estimates and \$90,950,350 below the funds available for the current fiscal year. The reduction effected is based on the criteria heretofore discussed. Additional comments on two of the projects follow.

The amount of \$5,000,000 was requested for beginning construction of Gavins Point Reservoir, Nebraska. Under provisions of the conference report on the general appropriation bill, 1951, up to \$500,000 could have been made available for beginning construction of this project. The Corps of Engineers and the Bureau of the Budget did not apparently consider the dam as meeting the criteria established by the aforementioned conference report, and no construction funds were allocated to the project. The committee does not see sufficient change in the previous circumstances surrounding this project to justify its construction at the present time.

The budget estimates include \$16,633,000 for Lookout Point Reservoir, Oregon, including approximately \$1,300,000 for initiating construction of the Dexter Re-regulating Dam. The Dexter Dam is a new project, authorized separately from the Lookout Point Reservoir. The committee is, therefore, eliminating funds for Dexter and recommends an appropriation of \$15,000,000 for continuing construction on Lookout Point Reservoir.

The bill includes \$6,000,000 for current expenses, including operation and maintenance, and administrative expenses. The committee is denying the request of \$4,900,000 for preliminary examinations, surveys, and study programs.

The amount of \$268,009,900 included in the bill for flood control, general, is allocated as follows:

Project	
Arkansas:	
Blakely Mountain Reservoir.....	\$5, 700, 000
Bull Shoals Reservoir, Ark. and Mo.....	14, 000, 000
Narrows Reservoir.....	200, 000
California:	
Cherry Valley Reservoir.....	3, 300, 000
Folsom Reservoir.....	5, 000, 000
Isabella Reservoir.....	4, 500, 000
Los Angeles County drainage area (exclusive of Whittier Narrows Reservoir).....	5, 100, 000
Pine Flat Reservoir.....	8, 000, 000
San Antonio Reservoir.....	500, 000
Whittier Narrows Reservoir.....	4, 500, 000
Connecticut:	
Mansfield Hollow Reservoir.....	2, 500, 000
Florida:	
Central and southern Florida.....	5, 000, 000
Georgia:	
Clark Hill Reservoir, Ga. and S. C.....	18, 000, 000
Idaho:	
Lucky Peak Reservoir.....	3, 800, 000

Project—Continued	
Illinois:	
East St. Louis and vicinity	\$1, 500, 000
Farm Creek Reservoir	1, 500, 000
Indiana:	
New Albany	575, 000
Kansas:	
Kansas Citys, Mo. and Kans	4, 500, 000
Missouri River agricultural levees, Kansas, Missouri, Iowa, and Nebraska	1, 500, 000
Kentucky:	
Ashland	2, 000, 000
Hawesville	108, 000
Louisville	3, 800, 000
Maysville	1, 000, 000
Wolf Creek Reservoir	3, 000, 000
Louisiana:	
Mermentau River	707, 000
Maryland:	
Cumberland, Md., and Ridgeley, W. Va.	1, 000, 000
Massachusetts:	
Adams	210, 000
Nebraska:	
Harlan County Reservoir	2, 000, 000
New York:	
Hoosick Falls	206, 000
Mount Morris Reservoir	4, 500, 000
Olean	392, 900
North Carolina:	
Buggs Island Reservoir, Va. and N. C.	16, 000, 000
North Dakota:	
Garrison Reservoir	34, 000, 000
Ohio:	
Muskingum River Reservoirs	472, 000
Oklahoma:	
Denison Reservoir, Tex. and Okla.	400, 000
Fort Gibson Reservoir	2, 400, 000
Tenkiller Ferry Reservoir	3, 500, 000
Oregon:	
Detroit Reservoir	15, 000, 000
Lookout Point Reservoir	15, 000, 000
Willamette River (bank protection)	100, 000
Pennsylvania:	
Conemaugh River Reservoir	8, 400, 000
East Branch Clarion River Reservoir	2, 000, 000
South Dakota:	
Fall River Basin	400, 000
Fort Randall Reservoir	33, 000, 000
Tennessee:	
Dale Hollow Reservoir, Tenn. and Ky.	500, 000
Memphis	160, 000
Texas:	
Belton Reservoir	3, 500, 000
Benbrook Reservoir	339, 000
Garza-Little Elm Reservoir	3, 000, 000
Lavon Reservoir	1, 200, 000
San Angelo Reservoir	1, 000, 000
Texarkana Reservoir	4, 000, 000
Whitney Reservoir	3, 800, 000
Virginia: Philpott Reservoir	2, 940, 000
Snagging and clearing	800, 000
Emergency bank protection	500, 000
Section 205 projects	1, 000, 000
Total, construction	262, 009, 900
Current expenses	6, 000, 000
Total, flood control, general	268, 009, 900

FLOOD CONTROL, MISSISSIPPI RIVER AND TRIBUTARIES

The committee recommends \$59,000,000 for this item, a reduction of \$2,000,000 in the budget estimates and a decrease of \$2,400,400 in the amount appropriated for the current fiscal year. The committee believes that the tempo of the works on the lower Mississippi can be slowed down in the minor degree indicated by the reduction in the interest of making every provision for more vital National Defense needs. The revetment portion of this project calls for the use of critical and scarce materials, including steel and concrete. These scarcities will undoubtedly have some effect on the entire program as contemplated by the Corps of Engineers for the fiscal year 1952.

THE PANAMA CANAL

The bill includes \$11,595,000 for the Panama Canal, a reduction of \$298,000 in the budget estimates. This represents the first appropriation for this agency subsequent to the reorganization of the Canal Zone Government and the Panama Canal Company under provisions of Public Law 841 of the 81st Congress. It is hoped that the realignment of functions of the Canal Zone as contemplated by this law will improve the operating efficiency on the Isthmus.

The budget estimates contemplate \$94,396 for that portion of the housing operation charged to the Canal Zone Government. The remainder of the cost is chargeable to the revenues of the Panama Canal Company. All housing within the zone is owned by the Federal Government and rental rates are established thereon by the Secretary of the Army. The committee is well aware of the fact that in times past it was necessary to charge low rental rates as an inducement for skilled workers to live in the Canal Zone. It has been obvious for many years now that the need for such inducement no longer exists. The Secretary of the Army is, therefore, urged to take immediate steps to increase the rentals to provide for more rapid amortization of costs of construction and the entire cost of maintenance. It would even not seem abhorrent for the Government to make a small profit on the operation and establish some sort of contingency fund for the housing operation. In keeping with this thought the appropriation for housing has been reduced by \$73,000.

The estimates envisage \$200,000 for civil defense in the Canal Zone. The committee is deleting this item in the belief that it is a proper function of the military to provide a civil defense organization for the Zone.

The amount of \$125,000 was requested for the rehabilitation of refrigerated and dry storage facilities at Gorgas Memorial Hospital. The committee is deleting the request of \$25,000 for dry storage facilities in the belief that the present facilities are adequate.

The requested authorization of not to exceed \$300,000 for administrative expenses of the Panama Canal Company is approved. The amount represents a reduction of \$520,000 in the limitation for the current fiscal year.

LIMITATIONS AND LEGISLATIVE PROVISIONS

The following limitations and legislative provisions not heretofore carried in connection with any appropriation bill are recommended:

On page 4, line 12, in connection with the Corps of Engineers:

Provided further, That, during the current fiscal year, such appropriations shall not be used to start or resume any project for which funds were not allocated for construction in the preceding fiscal year; but this proviso shall not apply to any project for which funds are provided in this Act.

On page 11, line 22, in connection with Quartermaster Corps:

The appropriation granted under the head, "Cemeterial expenses, no year", in the 'Civil Functions Appropriations Act, 1949' is reduced by the sum of \$27,000,000.

PERMANENT INDEFINITE APPROPRIATIONS

	Appropriations, 1951	Estimates, 1952	Increase (+) or decrease (-)
Corps of Engineers:			
Maintenance and operation of dams and other improvements of navigable waters.....	\$150, 000	\$150, 000	-----
Payments to States, Flood Control Act, June 28, 1938, as amended.....	600, 000	630, 000	+ \$30, 000
The Panama Canal: Postal funds.....	721, 000	771, 000	+ 50, 000
Total, permanent indefinite.....	1, 471, 000	1, 551, 000	+ 80, 000

ADMINISTRATIVE EXPENSES OF GOVERNMENT CORPORATIONS

[Limitations on amounts of corporate funds to be expended]

	Authorizations, 1951		Budget estimate, 1952	Recommended in bill for 1952	Bill compared with—	
	Specific amount	As reduced under sec. 1214			1951 amount as reduced under Sec. 1214	Estimate, 1952
Panama Canal Company.....	\$820, 000	\$820, 000	\$300, 000	\$300, 000	— \$520, 000	-----

CIVIL FUNCTIONS APPROPRIATIONS, 1952

COMPARATIVE STATEMENT OF APPROPRIATIONS FOR 1951, AMOUNTS AS REDUCED UNDER SEC. 1214 (GENERAL REDUCTION OF \$550,000,000 IN GENERAL APPROPRIATION ACT, 1951), ESTIMATES FOR 1952 AND AMOUNTS RECOMMENDED IN THE BILL FOR 1952

Agency	Appropriations, 1951		Estimates, 1952	Recommended in bill for 1952	Bill compared with	
	Specific amount	As reduced under Sec. 1214			1951, as reduced under Sec. 1214	Estimate, 1952
QUARTERMASTER CORPS						
Cemeterial expenses-----	\$5, 000, 000	\$5, 000, 000	\$4, 485, 000	\$4, 450, 000	—\$550, 000	—\$35, 000
CORPS OF ENGINEERS						
Rivers and Harbors:						
Maintenance and improvement-----	202, 811, 500	187, 022, 500	220, 478, 843	162, 860, 500	—24, 162, 000	—57, 618, 343
Alteration of bridges over navigable waters-----	900, 000	-----	900, 000	-----	-----	—900, 000
Flood control:						
General-----	386, 740, 250	358, 960, 250	328, 365, 000	268, 009, 900	—90, 950, 350	—60, 355, 100
General (emergency fund)-----	8, 700, 000	8, 700, 000	10, 000, 000	7, 000, 000	—1, 700, 000	—3, 000, 000
Mississippi River-----	66, 422, 400	61, 400, 400	61, 000, 000	59, 000, 000	—2, 400, 400	—2, 000, 000
Emergency fund-----	450, 000	450, 000	500, 000	500, 000	+50, 000	-----
Sacramento River, Calif.-----	2, 524, 500	2, 016, 500	1, 000, 000	1, 000, 000	—1, 016, 500	-----
Maintenance and operation, Federal water mains-----	16, 000	15, 000	16, 000	12, 000	—3, 000	—4, 000

Niagara power development.....	¹ 450, 000		2, 000, 000			—2, 000, 000
Total, Corps of Engineers.....	668, 564, 650	618, 564, 650	624, 259, 843	498, 382, 400	—120, 182, 250	—125, 877, 443
U. S. SOLDIERS' HOME						
Maintenance and operation.....	15, 145, 000	15, 145, 000	³ 3, 366, 000	³ 3, 366, 000	—11, 779, 000	
THE PANAMA CANAL						
Canal Zone government.....			11, 893, 000	11, 595, 000	+11, 595, 000	—298, 000
Maintenance and operation.....	15, 751, 700	14, 761, 700			—14, 761, 700	
Sanitation.....	3, 400, 000	3, 390, 000			—3, 390, 000	
Civil government.....	3, 849, 000	3, 849, 000			—3, 849, 000	
Total, Panama Canal.....	23, 000, 700	22, 000, 700	11, 893, 000	11, 595, 000	—10, 405, 700	—298, 000
Total, regular annual appropriations, Department of the Army, civil func- tions.....	696, 565, 350	645, 565, 350	640, 637, 843	514, 427, 400	—131, 137, 950	—126, 210, 443

¹ Includes \$238,843 contained in H. Doc. 124.² Derived by transfer from flood control, general.³ Includes \$151,000 contained in H. Doc. 103.

NOTE.— Bill includes budgeted recission of \$27,000,000 in item "Cemeterial expenses, no year" under "Quartermaster Corps."

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